

## Message Text

CONFIDENTIAL

PAGE 01 GENEVA 01726 131516Z

62

ACTION EUR-12

INFO OCT-01 IO-10 ISO-00 SAJ-01 CU-02 CIAE-00 DODE-00

PM-03 H-02 INR-07 L-02 NSAE-00 NSC-05 PA-01 PRS-01

SP-02 SS-15 USIA-06 BIB-01 ACDA-05 COME-00 EB-07

LAB-04 SIL-01 /088 W

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R 131325Z MAR 75

FM USMISSION GENEVA

TO SECSTATE WASHDC 1344

INFO AMEMBASSY MOSCOW

USMISSION NATO

C O N F I D E N T I A L GENEVA 1726

E.O. 11652: GDS

TAGS: CSCE PFOR XG

SUBJECT: CSCE POLICY: HUMAN CONTACTS-TRAVEL

REF: A. GENEVA 567; B. GENEVA 7316; C. GENEVA 62980

1. SOVIETS WANT TO PRESS FORWARD TO EARLY REGISTRATION OF TRAVEL TEXT, A VERY CONTROVERSIAL ONE THROUGHOUT AND MUCH WEAKENED FROM THE EARLIER NATO "MORE REALISTIC TEXT" (REF C), AND NOW FURTHER BLIGHTED BY SOVIET INSISTENCE ON A PARA ON COLLECTIVE TRAVEL WHICH

IS OBJECTIONABLE IN ITS CURRENT FORM. THE PRESENT SITUATION AND OUR SUGGESTIONS FOR DEALING WITH THE SOVIET TEXT FOLLOW. REQUEST GUIDANCE.

2. THE CURRENT NATO TEXT, WITH ELEMENTS WHICH SOVIETS HAVE NOT ACCEPTED IN PARENTHESES, FOLLOWS:

BEGIN TEXT: THE PARTICIPATING STATES (WILL FACILITATE (WIDER) TRAVEL BY CITIZENS (FROM ALL THE PARTICIPATING STATES) FOR PERSONAL OR PROFESSIONAL REASONS. TO THIS END THEY INTEND IN PARTICULAR:

CONFIDENTIAL

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PAGE 02 GENEVA 01726 131516Z

-(PROGRESSIVELY) TO SIMPLIFY, WHERE NECESSARY, AND ADMINISTER FLEXIBLY THE (REQUIREMENTS) FOR EXIT AND ENTRY (IN SUCH A WAY AS

TO FACILITATE TRAVEL AMONG ALL THE PARTICIPATING STATES);

-TO ACCORD TO CITIZENS FROM THE OTHER PARTICIPATING STATES WIDER FACILITIES FOR TRAVEL ON THEIR TERRITORY (SUBJECT ONLY TO) SECURITY REQUIREMENTS;

-(PROGRESSIVELY TO LOWER) WHERE NECESSARY THE COST OF VISAS AND OFFICIAL TRAVEL DOCUMENTS. END TEXT.

3. IT IS CLEAR THAT SOVIETS WILL ACCEPT SOME OF THE ELEMENTS STILL AT ISSUE AND WILL INSIST ON WEAKER VERSIONS OF OTHERS. AT PRESENT, HOWEVER, THEY ARE REFUSING TO DEAL WITH THESE PARAS UNTIL THEY HAVE ASSURANCE THAT THEY WILL HAVE A SATISFACTORY FIFTH PARA. THE CURRENT VERSION (INFORMAL TRANSLATION FROM FRENCH) READS:

BEGIN QUOTE: THEY WILL BE GUIDED BY THE ABOVE IN FACILITATING TRAVEL OF CITIZENS OF ONE PARTICIPATING STATE TO ANOTHER, AS WELL AS

AS IN ENCOURAGING MEETINGS BETWEEN REPRESENTATIVES OF SIMILAR PRO-

FESSIONS AND BETWEEN GROUPS OF WORKERS, CONTACTS BETWEEN TRADE UNION ORGANIZATIONS AND COOPERATIVES, BETWEEN YOUTH AND WOMEN'S ORGANIZATIONS, AND BETWEEN OTHER NON-GOVERNMENTAL ORGANIZATIONS WHOSE ACTIVITIES ARE AIMED AT STRENGTHENING FRIENDLY RELATIONS

AMONG PARTICIPATING STATES. END QUOTE.

4. WESTERN DELEGATIONS HAVE INDICATED THAT A MORE GENERAL FORMU-

LATION MIGHT BE ACCEPTABLE, AND THE FOLLOWING NATO TEXT HAS BEEN DRAFTED FOR FUTURE USE: BEGIN TEXT

-THE ABOVE WILL APPLY BOTH TO INDIVIDUAL TRAVEL BY CITIZENS FROM ONE PARTICIPATING STATE TO ANOTHER PARTICIPATING STATE AS WELL AS

TO COLLECTIVE TRAVEL, FOR INSTANCE BY REPRESENTATIVES AND MEMBERS  
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PAGE 03 GENEVA 01726 131516Z

OF PROFESSIONAL, RELIGIOUS AND SOCIAL ORGANIZATIONS. END TEXT.

5. SOVIETS, HOWEVER, SAY THEY CANNOT ACCEPT A GENERALIZED FORMULA ALONG ABOVE LINES AND THAT MOSCOW INSISTS ON SOME SPECIFICITY. WE AND OTHERS HAVE TOLD SOVIETS THAT WE COULD NOT UNDERTAKE A COMMITMENT TO ENCOURAGE MEETINGS BETWEEN "TRADE UNION ORGANIZATIONS," "GROUPS OF WORKERS", AND "OTHER NON-GOVERNMENTAL ORGANIZATIONS PROMOTING FRIENDLY RELATIONS AMONG PARTICIPATING STATES" (WE READ LAST

PHRASE AS REFERRING TO VARIOUS COMMUNIST-FRONT ORGANIZATIONS). WE THEREFORE STRONGLY URGED SOVIETS TO RECONSIDER THEIR POSITION; OTHERWISE WE MAY FACE LONG AND TEDIOUS NEGOTIATIONS OVER A RELATIVELY MINOR ISSUE. HOWEVER, THEY SAY THEIR INSTRUCTIONS GIVE THEM LITTLE FLEXIBILITY.

6. IN RECENT BILATERAL CONVERSATION, SOVIET BASKET III CHIEF DUBININ PROPOSED A COMPROMISE: SOVIETS WOULD DROP REFERENCE TO TRADE UNIONS IF WE COULD ACCEPT GROUPS OF WORKERS. HE SAID MOSCOW VERY BADLY WANTS SOME EXPLICIT REFERENCE TO WORKERS OR THEIR ORGANIZATIONS. DUBININ ASKED THAT WE PUT HIS SUGGESTION TO WASHINGTON.

AT OUR URGING, DUBININ ALSO SAID HE WOULD CONSIDER MORE NEUTRAL LANGUAGE ON "NON-GOVERNMENTAL ORGANIZATION."

7. UNLESS THE DEPARTMENT HAS DIFFERENT VIEWS, WE WILL CONTINUE TO TAKE POSITION THAT WE CAN ACCEPT SPECIFIC REFERENCE NEITHER

TO TRADE UNIONS NOR TO GROUPS OF WORKERS AND THAT WE MUST INSIST ON MORE NEUTRAL FORMULATION FOR OTHER NON-GOVERNMENTAL ORGANIZA-

TIONS. IN SUGGESTING THIS APPROACH, WE HAVE IN MIND THE FACT  
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PAGE 04 GENEVA 01726 131516Z

THAT PARAGRAPHS ON PERSONAL TRAVEL ARE ALREADY SO WATERED DOWN

THAT THEY DO NOT SEEM TO REQUIRE A HEAVY BALANCING FACTOR ON COLLECTIVE TRAVEL.

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